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Final Report

East Rail Corridor Plan Advisory Committee

PART II

EAST RAIL CORRIDOR PLAN AND RECOMMENDATIONS

September 2003

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PREFACE

THE EAST RAIL CORRIDOR: THE CHALLENGE OF ORGANIC URBAN REDEVELOPMENT

Frank Lloyd Wright, the native champion of what he called organic architecture, was quoted as saying a city should be a celebration of circumstances. This is the opportunity of the East Rail Corridor---to celebrate the circumstances of its industrial, utility and transportation heritage, the circumstances of a diverse and caring community, and to build its vibrant future as a part of the urban region.

Bringing these assets together in a planned redevelopment---that builds on the existing without clear-cutting, that adds new uses without displacement of long-term futures, that recognizes the required balancing of regional functions with neighborhood impacts, that sees opportunities for new, creative economic growth, that deals with housing affordability, that creates models for sustainable community-used green space, that builds on public and private partnerships---all this provides the opportunity for an organic redevelopment model. A model that grows respectfully from what is there to what could be there.

GETTING THE REGION TO AN ORGANIC REDEVELOPMENT PROJECT

Madison and the Dane County region have experienced great growth in the last several decades. Much of this growth has occurred on the periphery of the City, but some major experiments with urban redevelopment have occurred with varying degrees of success and sometimes unforeseen consequences. While many parts of the country have failed at urban reinvestment and learned to love urban sprawl, the Madison region has tried to balance growth in new areas with redevelopment within the urban fabric.

All too often the past redevelopment attempts have meant a rending of the urban fabric, replacement, and then a stitching back together. The early redevelopments of the Triangle area and the University Avenue areas took place during the clear-cutting mode of the 1950's and 1960's. The result was the physical destruction of cherished neighborhoods, the blighting presence of vacant land over long periods of time, and eventually replacement with totally new structures which, while perhaps good, were unrelated to previous uses or character.

More successful were recent and ongoing efforts in the Old Market Place and South Campus redevelopment areas. Both added substantially to the residential stock of the City and reorganized institutional and commercial uses. While perhaps pointing the way, neither redevelopment area is on the scale of the East Rail Corridor, and the South Campus areas has relied almost solely on replacement structures. The Old Market Place redevelopments have become part of a larger functioning neighborhood.

Two other redevelopment areas have also seen remarkable change. The West Rail Corridor process is only partway done, but it too appears to be largely utilizing

replacement uses and structures. The Downtown's rebuilding with new office structures and condos represents a lively reinvestment that would be envied in most urban places. The office upbuilding has kept jobs focused in the urban core and further supports the regional investment in transit. Offices and condos, plus other public investments, have created the urban civic space that enlivens the urban character of the entire region. The Capitol Square as the prime urban focus, now complemented by Monona Terrace, and soon to be assisted by the Overture Center, makes urban Madison more of a reality than most cities in the country. Yet the tensions of encroachment on neighborhoods and older uses is quite real in this area.

THE EAST RAIL CORRIDOR REDEVELOPMENT OPPORTUNITY

The East Rail Corridor provides a unique opportunity for the Madison area to hone its city-building redevelopment skills to a further stage. Plans for years have described the area as one of opportunity. Citizens have been serving for decades on committees that have at least alluded to if not actually studied those potentialities. Now, a number of factors come together to provide a unique opportunity, and one that could lead to a new organic redevelopment model. These assets include the following:

- The continuing vibrancy of urban Madison and the region as an area for reinvestment.
- Visions advanced by the Urban Open Space Foundation and contained in the Madison Parks and Open Space Plan to create and link urban green spaces in the core of the region and to address park deficiencies identified by the Madison Parks Commission.
- The presence of an existing major employment center and long-term businesses in the study area, coupled with a desire to retain jobs and increase central area growth.
- Visions for transit-oriented redevelopment for more intense land uses and potential new models for regional transit such as commuter rail.
- Regional transportation linkages such as a metropolitan bikeway, area-wide transit service, and a major State highway that now run through the area, and existing transportation facilities such as Metro's Service Center that serve the region.
- Major utility operations and regional transmission in the area that provide the power reliability desired by the new economy.
- Active neighborhoods interested, beyond the questions of physical redevelopment, in the social capital issues of redevelopment, such as affordable housing, neighborhood character, and public art.

PART II

EAST RAIL CORRIDOR PLAN AND RECOMMENDATIONS

A. DEVELOPMENT CONCEPT OVERVIEW

The long-term development concept for the East Rail Corridor planning area envisions three primary land use areas [See Map 2-1]:

- Employment Center. A large employment center encompassing approximately 22 blocks is recommended in the northern and western portions of the planning area.
- Residential Uses. Residential uses are recommended adjacent to the Yahara River, along East Wilson Street, and in a proposed conservation district in the East Wilson Street/Schley Pass/Dewey Court area.
- Park and Open Space. A large central park and open space is recommended within the East Rail Corridor, with enhanced linkages to downtown Madison, Williamson Street, the planned Yahara River Parkway and surrounding neighborhoods.

For each of these areas, land use recommendations are supplemented with recommended development and design standards, and recommended implementation strategies. The development concept for the East Rail Corridor also proposes changes and enhancements to the transportation facilities serving the planning area, including rail, roadway, and pedestrian-bicycle facilities.

Employment Center. In order to provide maximum opportunity for business development and employment growth, commercial and industrial uses within the employment center are encouraged to develop at “urban” densities characterized by multi-story buildings and relatively high lot coverage to the extent feasible. Development of structured parking and shared parking facilities is also encouraged to reduce the amount of land needed to accommodate this function. The recommended development standards propose taller buildings toward the northern and western edges of the employment district, with relatively lower buildings at the eastern end of the district toward the river. Although some existing business locations are recommended for long-term future redevelopment with alternative land uses, business retention is an important planning objective, and providing opportunities for existing businesses to grow and expand within the East Rail Corridor area is a high priority.

Residential Districts. An important goal of the East Rail Corridor Plan is to increase the amount and variety of housing available in the neighborhood. The plan recommends locations where additional housing can be provided, but also emphasizes the need for future housing to be compatible with the existing neighborhood character. In the Schley

Pass/Dewey Court area, a conservation district is recommended to preserve the scale and character of the existing housing stock. In areas where more intensive residential development is recommended, development standards are proposed to ensure that an appropriate interface and smooth transitions are created with adjacent residential areas. Providing affordable housing and housing suitable for a variety of households are high priority planning objectives, and the residential development recommendations include specific incentives to encourage this.

Parks and Open Spaces. The recommended concept of “linked urban squares” features a large park area between Ingersoll and Baldwin Streets and another centered on Brearly Street, which is recommended to be closed to vehicular traffic where it crosses the park. Lead planning for these two areas is being undertaken by the Urban Open Space Foundation, which currently owns a large parcel within the proposed park. It is recommended that the Urban Open Space Foundation have primary financial responsibility for acquisition, improvement and long-term operation and maintenance of the central park, although eventual public ownership and operation of the park is considered preferable. Open space recommendations include development of additional connections with the central portion of the park, including extensions and enhancements to the existing bicycle path corridor between downtown and the Yahara River and creation of private open space linkages with the public open space network.

Mixed Use Development and Linkages between Land Uses. The land use plan for the East Rail Corridor identifies specific locations recommended primarily for employment and business development, housing, or park and open space uses. However, creating good relationships and linkages between the different land uses and activities within the East Rail Corridor, and between the Corridor and other parts of the Marquette Neighborhood and adjacent neighborhoods is also an essential planning objective. Elements of the East Rail Corridor Plan that will enhance the linkages between different land uses and activities include support for mixed-use developments within both the employment and residential districts to the extent that it contributes to rather than detracts from the primary function of the district; creation of enhanced vehicular, pedestrian and bicycle linkages between different activities within the East Rail Corridor, the downtown and adjacent neighborhoods, and beyond; development and design standards that ensure reasonable compatibility with established neighborhood character and smooth transitions between adjacent developments; and creation of large and small public and private open spaces throughout the planning area that will encourage people gather and mingle.

Transportation and Parking. In order to accommodate and support the proposed land uses, several changes are recommended to transportation facilities within the East Rail Corridor planning area. Relocating the existing railroad track adjacent to East Wilson Street to a new alignment along Railroad Street is recommended in order to remove it from within the proposed central park and place it adjacent to non-residential uses in the employment district rather than to existing and planned residential development areas to the south and east. Closing several street segments to vehicular traffic is also proposed, including Livingston Street (to accommodate the realigned rail track) and Brearly Street (to eliminate traffic through that part of the planned park), with pedestrian and bicycle

connections to be maintained on the closed streets if feasible. Eventual vacation of Thornton Avenue is already recommended in the Yahara River Parkway Master Plan.

Plan Implementation, Monitoring and Amendment

The East Rail Corridor Plan is presented as a long-term plan that might take fifty years or longer to fully implement. Some of its recommendations will require substantial public and private investments in infrastructure and public improvements; some depend on changes to City regulations and policies; and most involve changes in land use and increases in the intensity of use that will occur incrementally over an extended period of time through the investment and development decisions of many different businesses, individuals and organizations. During this period, some of the Plan's recommendations will be enhanced with additional detail as part of future planning activities; some will be modified; and some may be changed completely as the result of changed conditions, new opportunities or shifts in community objectives and preferences.

As with all long-term plans, a continuing community effort will be required ensure that that the specific actions needed to advance the recommendations carried out, that the plan is used to guide investment decisions and development review as intended, and that any changes to the plan which may be needed in the future are identified and proposed as plan revisions and amendments. The Advisory Committee considers it essential that this continued oversight include the active involvement of the community---including neighborhood residents, district employees, businesses and property owners, and others who use or have an interest in this important part of the city. This broadly-based commitment and participation is particularly critical to successful implementation of a plan with a fifty-year planning horizon.

Detailed Recommendations

More detailed recommendations for the East Rail Corridor planning area are presented below. These incorporate the East Rail Corridor Plan Advisory Committee (ERCPAC) recommendations from both Phase One and Phase Two of the planning process. The recommendations are presented in the following six sections of this report:

- B. East Rail Corridor Aesthetics and Design
- C. Employment and Business Development
- D. Housing and Residential Development
- E. Parks and Open Spaces
- F. Transportation and Parking
- G. Plan Implementation and Recommended Next Steps

B. EAST RAIL CORRIDOR AESTHETICS AND DESIGN

The East Rail Corridor is located in the heart of Madison's near east side, adjacent to the Downtown and surrounded by active and diverse residential neighborhoods. Preserving the unique character already present in the Corridor and enhancing the area as an interesting, attractive, pedestrian-friendly urban community as new development occurs is essential to maintaining an organic and complementary relationship with the Downtown and surrounding neighborhoods. It is also an important to creating a distinct competitive advantage for the East Rail Corridor as an exciting and engaging place to start or grow a business, compared to alternative business or industrial park locations.

The following recommendations are made for the East Rail Corridor as a whole, and address the general goal of ensuring that the entire Corridor is developed to a high standard of aesthetic design, neighborhood compatibility, and environmental responsibility. These general recommendations are supplemented with additional development and design recommendations applicable to specific development locations within the East Rail Corridor described in other sections of this Plan.

GENERAL DESIGN RECOMMENDATIONS

1. Primary pedestrian streets identified in the East Rail Corridor Plan should be made as pedestrian-friendly as possible through measures such as widening the sidewalks and narrowing vehicle travel lanes, planting canopy street trees, and providing pedestrian-scale lighting, street furniture, appropriate-scale street art and other public amenities.
 - a. Consideration should also be given to reconstructing some of these streets using brick pavers or other special treatments to provide additional aesthetic appeal. These treatments could also be used for more limited segments of the street or to enhance and help define crosswalks, for example.
2. Bury overhead utility wires where possible, particularly adjacent to planned parkland, such as the proposed central park and the Yahara River Parkway, and along designated primary pedestrian corridors, such as East Main Street.
3. Request Madison CitiARTS to assist in securing public art amenities in public open spaces at key locations within the East Rail Corridor.

The Madison CitiARTS Commission has developed a Public Art Framework and Field Guide which outlines principles and approaches for encouraging and supporting public art in the City of Madison. Potential public art sites may be identified by the neighborhood and proposed to the CitiARTS Commission, which will evaluate the proposal, discuss funding options and move from that point. Or, CitiARTS may identify locations for public art (on City land) and determine the process for securing the public art.

4. Buildings with merit to be considered as potential historic landmarks should be retained, and buildings with less historical significance but which contribute to the neighborhood character should be considered for adaptive reuse and sensitive rehabilitation [See Map 2-2].

Many buildings within the East Rail Corridor have historical merit or contribute significantly to the overall character of the area. These older structures are important elements of the neighborhood fabric and it is important they be retained and reused when possible even as more intensive development is also encouraged. Except for the buildings along East Washington Avenue, which were evaluated during preparation of the Downtown Historic Preservation Plan, the potentially historic buildings in the East Rail Corridor have not been systematically studied in depth. Map 2-2 shows the location of potential historic landmarks and other older buildings that contribute to the overall character of the area that have been identified by the Landmarks Commission. [See also Appendix ____, “Historical Buildings in the East Rail Corridor.”]

Owners of these properties have been contacted by the City Preservation Planner, and except for the State Heating and Power Plant, the East Rail Corridor buildings potentially eligible for listing in the National Register of Historic Places have either been designated as Madison Landmarks or are in the process of designation. Some of the buildings that were determined not eligible for listing in the National Register but which contribute to the character of the area are presently located within Madison’s Third Lake Ridge Historic District, which requires additional review of proposed exterior changes to the building.

- a. Representatives of the East Rail Corridor and the neighborhood should meet with owners of other older buildings identified as contributing to the character of the Corridor and encourage them to maintain and/or rehabilitate their properties consistent with their historic character and explore adaptive reuse opportunities as required.
5. New development and redevelopment within the East Rail Corridor should exhibit high-quality design and an architectural style that is visually compatible with the general architectural context of the area and its many older and historic buildings.

This recommendation does not intend that new developments replicate the architecture of buildings constructed half-a-century or more ago, but that, within the context of seeking more intensive land use, they are sensitive to the scale, mass and rhythm of existing surrounding buildings--particularly historic buildings expected to be preserved over the long term--and that the designers of new buildings look for opportunities to incorporate style elements and building materials which reflect some of the historic character of established buildings already present in the East Rail Corridor and help create a sense of balance and continuity between old and new.

6. Developments adjacent to planned bicycle path or park areas should maintain an attractive facade toward those areas as well as to any public street they may also front, and seek opportunities to incorporate views of these amenities into the design of the development. Where opportunities exist, pedestrian and bicycle connections should be provided between the development and the adjacent public path or park feature.

Developments facing public parklands and pathways have a critical role in defining and establishing the character of these public spaces. It is important that this highly-visible facade not be treated as the “back” sides of the buildings or become locations primarily used only for service access, loading docks, outdoor storage and similar unattractive functions.

7. The design of new developments should consider the shadowing effects of building height and mass and seek to preserve reasonable access to sunlight for surrounding buildings and along public streets.

Large, massive buildings can create large shaded areas which prevent sunlight from falling on adjacent properties or fronting streets for much of the day--reducing both ambiance and the potential to utilize solar power. While it is inevitable that buildings will cast shadows, good design can often reduce the potential negative shadow impacts through careful placement of building mass. In order to evaluate these effects, it is recommended that shadow projections be included in the building approval applications for structures greater than three stories in height.

8. Lighting standards for the East Rail Corridor should require energy-efficient, low-glare lighting designed to focus light where it is needed and minimize light escape to adjacent properties or to the sky.

This recommendation is intended to apply both to public lighting, such as street lights, and private lighting, such as decorative lighting and security lighting. Good lighting can help create ambiance and a sense of safety after dark, but unnecessary glare from poorly designed lighting can be an unwelcome intrusion that reduces ambiance and wastes energy.

9. Encourage parking design that conceals and enhances parking structures and other facilities through landscaping, public art, and creative building design.

10. Encourage green building design standards and construction practices in new developments and redevelopment projects within the East Rail Corridor.

Green building designs and practices reduce the buildings' impact on the environment and help protect the health of building occupants through improved indoor environmental quality. Elements to address include site planning, water quality and efficient water use, energy efficiency and use of renewable energy, and the conservation of materials and resources. The LEED (Leadership in Energy and Environmental Design) standards and rating system are noted as one source for green building guidelines.

11. All buildings should have a full complement of operable windows
12. Developments within the East Rail Corridor should incorporate measures to improve water quality and encourage infiltration of stormwater run-off, to the extent feasible.
 - a. Encourage new development and redevelopment projects to utilize small-scale on-site stormwater detention, rain gardens and similar techniques to promote infiltration and minimize runoff to storm sewers or adjacent properties.
 - b. Encourage new development and redevelopment projects to utilize rooftop gardens, building terraces, green roof designs and other approaches which integrate stormwater management functions into the building structure.

In addition to reducing stormwater run-off, green roof design and rooftop gardens can reduce the amount of energy needed to cool buildings in the summer, help improve air quality and provide significant added amenity to building users. The City of Chicago has a green roof/rooftop garden program that has been quite successful. Additional information on roof gardens can be found in references such as, Roof Gardens: History, Design, and Construction, by Theodore Osmundson FASLA, W.W. Horton & Co., 1999.

13. Provide an effective method for implementation and continuing oversight of the design standards and guidelines recommended in the East Rail Corridor Plan.

At present, few of the proposed design recommendations are reflected in City ordinances or other standards where their application to specific projects can be assured. While design recommendations in adopted City plans can and should be considered in the review of all development applications, such as conditional uses and planned developments, this process leaves considerable interpretive discretion to the reviewing bodies, and many developments are permitted uses that do not require formal review, in any case. The East Washington Avenue frontage is within Urban Design District No. 4, and more specific design standards could be developed for this District as part of the design study recently approved for a Dane County BUILD grant, and then applied through Urban Design Commission review. For the balance of the East Rail Corridor, other approaches could be considered, such as an expanded Urban Design District or implementation of the Commercial Preservation Area concept developed for the Downtown Historic Preservation Plan.

C. EMPLOYMENT AND BUSINESS DEVELOPMENT

GENERAL RECOMMENDATIONS

The East Rail Corridor has been an important business and employment location since early in the last century. The East Rail Corridor Plan builds upon this history and recommends that an enhanced major employment center be the predominant future use of lands within the planning area. About 91 acres, or 66 percent, of all lands within the East Rail Corridor planning area (excluding rights-of-way), are designated for future commercial and industrial development. The recommendation to enhance the East Rail Corridor as an employment center proposes parallel efforts both to support the growth and expansion of the many businesses currently present in the area, and to make the area more attractive to additional types of business development and new investment. In Phase One, the Advisory Committee identified the following general objectives for economic development:

1. Support the retention and expansion of existing businesses within the study area.
2. Maintain and enhance the diversity of business uses located within the study area by attracting and encouraging additional types of businesses.
3. Encourage development of businesses that will employ neighborhood residents and encourage “walking to work” from the surrounding neighborhoods.
4. Madison Gas & Electric should play a role in the economic development of the East Rail Corridor.
5. Maintain and enhance the infrastructure and utilities within the study area as one strategy for making the area more attractive as a business location.
6. Increase the intensity of use in the employment area by encouraging future uses and structures that will have greater lot coverage and building heights than are presently common in the area.
7. The City should assist property owners with redeveloping their properties, including providing incentives, where necessary.

EAST RAIL CORRIDOR ATTRIBUTES AND RECOMMENDED BUSINESS DEVELOPMENT STRATEGY

Historically, the East Rail Corridor has been a significant employment center, and as railroading and traditional manufacturing have become less predominant in the Corridor, other types of businesses have emerged. While some locations within the planning area appear less than fully-utilized, the district is currently home to a wide variety of successful business enterprises providing more than 3,100 jobs. In order to enhance the

East Rail Corridor as a location for additional business investment and promote a broader range of employment, a strategy is needed that focuses on the many attributes of the location and on encouraging those businesses that both fit the location and provide benefits to the community and surrounding neighborhoods. Elements of this approach should emphasize the following points:

1. The East Rail Corridor, particularly along East Washington Avenue, can be seen as an extension of the downtown commercial core and is the only location available to accommodate a significant expansion of the downtown employment area.

Current City and regional plans recommend creation of an additional 14,000 jobs in the Isthmus Area by 2020. While the defined Isthmus Area is relatively large, the downtown and near-downtown central area will need to accommodate much of the recommended employment growth if this objective is to be realized.

The downtown commercial core is relatively small in area, and is bounded Lake Monona, the University campus and strong and revitalizing residential neighborhoods on most of its edge. In addition, available commercial development sites within this area are limited, and further constrained by the existence of historically significant structures and the Capitol view building height limitation.

The East Rail Corridor is immediately adjacent to the downtown and provides a large area suitable for employment and business growth beginning only five blocks from the Capitol Square and connected to it by the important East Washington Avenue corridor.

2. The East Rail Corridor provides the urban character and proximity to residential neighborhoods, urban activities and cultural amenities that are attractive to the new, creative work force.

This unique character is already present in the East Rail Corridor and surrounding neighborhoods, and should be preserved and enhanced as a key human and economic asset. The East Rail Corridor immediate neighborhood includes, for example, artist studios, workshops and galleries, many excellent restaurants, a wide variety of general and specialty shopping, entertainment venues including the Broom Street Theatre and live music clubs, and some of the region's best recreational amenities, such as the Yahara River Parkway and Lakes Monona and Mendota. The East Rail Corridor is also adjacent to Madison's Downtown and not far from the University campus and all the additional amenities and opportunities these offer.

3. Development within the East Rail Corridor should be integrated into the fabric of the neighborhood as a whole and seek to enhance the synergies with the Marquette Neighborhood and other surrounding neighborhoods.

Although specific areas within the East Rail Corridor are identified as the primary locations for future employment and business growth, it is not intended that the employment district be considered as separate from the other parts of the Corridor or the surrounding neighborhoods, but rather that it respect the organic relationship with the neighborhoods and be a part of them. Neither is it intended that the East Rail

Corridor develop with general business uses that would compete with the existing Williamson Street business district as the center for neighborhood shopping, services, and entertainment. This is one reason that only limited retail uses primarily focused on serving employees of the district are recommended in the East Rail Corridor employment districts.

4. The East Rail Corridor should assume a diverse economic focus and encourage a wide range of traditional and new employment activities to contribute to a sustainable economy and a strong tax base. General characteristics of the types of businesses that should be emphasized include:

- a. Business with the potential to provide significant numbers of new jobs.

In this sense, “office” types of employment may be particularly important because, compared to many other types of employment, they often take place in multi-story buildings at relatively high site densities.

- b. Businesses that offer opportunities for relatively high-paying, family supporting employment to neighborhood residents.
- c. Development and expansion of neighborhood-based businesses, including existing businesses and graduates from local business incubators.

5. Specific types of economic activity that business development initiatives should focus on include but are not limited to:

- a. Office-based employment, especially creative, knowledge-based enterprises.
- b. Facilities to support research and development.
- c. Light manufacturing and assembly.
- d. Media design, production and storage facilities.
- e. Studios and workshops for artists and artisans.
- f. Incubator facilities that provide space and services for start-up businesses.
- g. Post-incubator facilities that enterprises graduating from business incubators can move into and remain in the East Rail Corridor.
- h. Limited business and residential support businesses, such as restaurants, business and personal services, and convenience shopping.

Retail sales and service businesses should be primarily focused on meeting the needs of employees and residents in the East Rail Corridor and adjacent neighborhoods. Independently-owned businesses serving primarily local clientele should be emphasized as much as possible. Large format and destination retail stores serving community-wide markets are not recommended. It is not intended that this become a general retail-service location in competition with established neighborhood business districts.

Neighborhood businesses are encouraged to take advantage of the bicycle paths, particularly the Isthmus Path, by orienting the business toward the path if located

adjacent to it or by providing informational signage directing path users to their establishment located nearby.

GENERAL DEVELOPMENT AND DESIGN STANDARDS

The Advisory Committee was also charged with recommending development and design standards for new development and redevelopment within the East Rail Corridor. While more-specific recommendations are made for defined locations within the planning area, the following general recommendations are provided for the employment area as a whole:

1. More-intensive uses and higher-density development should occur within the portions of the planning area closest to the downtown and along East Washington Avenue, with less-intensive development in the eastern and southern portions of the planning area closer to the Yahara River and more-traditional residential neighborhoods.
2. Encourage developments with relatively high floor area ratios, high building coverage on a lot, and buildings at least two stories in height.

While multi-story buildings are suitable for many office and research-type businesses, other businesses, and particularly many types of manufacturing, assembly and distribution operations, typically utilize one-story buildings. Significant increases in development density will depend upon attracting those types of businesses that are most compatible with multi-story facilities, or those individual firms willing to adapt to new designs to gain the benefits of an East Rail Corridor location.

The East Rail Corridor includes many existing businesses that are inherently one-story operations. Successful business retention will need to provide opportunities for existing businesses to expand within the Corridor, even though the expansion may result in development of a one-story building.

3. Encourage development of structured parking to reduce the amount of land required for surface parking lots.

A significant amount of land within the East Rail Corridor is used for surface parking, and some of this land represents potential sites for new business development if alternatives to the current parking arrangements can be found--including structured parking, shared parking, and remote parking. (See additional discussion in the Transportation and Parking section.)

LOCATIONS FOR FUTURE COMMERCIAL AND INDUSTRIAL DEVELOPMENT

The East Rail Corridor planning area includes about 91 acres recommended primarily for commercial and industrial uses, and within this large planning area, several sub-areas are identified where different recommendations regarding future uses, proposed intensity of use and development standards can be made. While their boundaries are not precise, four relatively-coherent areas can be defined within the portion of the East Rail Corridor recommended primarily for commercial and industrial development [See Map 2-3]:

- **East Washington Avenue Corridor.** The East Rail Corridor segment of this important arterial street and gateway to the City extends from Blair Street to the Yahara River, and includes both large existing uses and vacant sites with high potential for redevelopment.
- **East Main Street.** A local street on the “back side” of East Washington Avenue, East Main Street has potential to be redeveloped at a more pedestrian scale, and also provides an alternative to East Washington Avenue for traffic access and circulation to the northern portion of the planning area
- **MG&E Campus District.** The area located generally between Blair Street and Paterson Street is closest to downtown and includes extensive properties owned by Madison Gas & Electric Company, some of which are currently used for relatively low-intensity activities or surface parking.
- **East Wilson Street.** The south frontage of East Wilson Street west of Paterson Street is less appropriate for residential development due to its proximity to the coal-fired electric generating plant. These blocks could be developed for non-residential uses either as separate sites or as part of projects that would also front on Williamson Street.

The existing land uses, character and intensity of development, and development potential are different in these four areas, and different types of uses, intensity of development, development and design standards, and development approaches are recommended for each area.

East Washington Avenue Corridor

The East Washington Avenue Corridor is a primary entryway to the City of Madison and Madison’s downtown from the east. Located close both to the current downtown government and commercial districts and to the East Isthmus residential neighborhoods, and with excellent exposure on the major gateway to the Capitol Square, the East Washington Avenue Corridor is a logical and attractive location for relatively intensive redevelopment as a future extension of the downtown core employment area.

Both sides of East Washington Avenue have redevelopment potential---in fact, the north side currently has a larger percentage of very low-intensity land uses than the south side. However, only the south side of the Avenue is included within the East Rail Corridor planning area, and the land use and design recommendations in this Plan apply only to the south frontage of the Avenue from Blair Street to the Yahara River. Between Blair Street and Ingersoll Street, the East Washington Avenue Corridor district includes the northern half of the blocks along the southern frontage of the Avenue, with the southern half of those blocks included in the East Main Street district. Between Ingersoll Street and the Yahara River, the entire employment area north of Railroad and East Main Streets is considered part of the East Washington Avenue Corridor district [See Map 2-4].

Although East Washington Avenue defines one edge of the East Rail Corridor planning area, the Advisory Committee considers it essential that planning for the north and south sides of this important transportation corridor be carefully coordinated. Recommended land uses and urban design standards for future development along both sides of East Washington Avenue should be well-integrated and seek to enhance its function and image as a gateway to downtown, and as a linkage rather than a separation between neighborhoods. The City of Madison recently received a matching grant from the Dane County BUILD (Better Urban Infill Development) program to develop more detailed land use and design recommendations for both sides of the Avenue between Blair Street and First Street as a supplement to other past and current planning activities in the East Isthmus area. The East Washington Capitol Gateway Corridor BUILD project will provide an excellent opportunity both to refine the recommendations included in the East Rail Corridor Plan for the south side of the Avenue, as well as to develop complementary recommendations for the north side of the Avenue.

The Advisory Committee recommends that redevelopment within the East Washington Avenue Corridor be guided by the following recommended land uses, development and design standards, and implementation approaches:

Recommended Land Uses

1. Land uses along the south side of East Washington Avenue should primarily be office or industrial employment uses, with limited amounts of small-scale retail and service uses serving the employment district. In general, it is recommended that residential uses be limited to very selective adaptive reuse opportunities.

This area includes several major established non-residential uses, and is adjacent to other planned commercial-industrial development locations to the south. While occasional residential uses are not necessarily incompatible, it is important that enhancing the area as an attractive business and employment location remain the primary focus of redevelopment activities.

Although this area is not generally recommended for retail or service uses, except limited uses primarily serving the employment district, future development of an entertainment spot such as a night club at a location along the south frontage of East Washington Avenue is considered an acceptable exception, due to the proximity to a major arterial street, the off-peak traffic characteristics of this type of use, and the potential to develop shared parking arrangements with daytime employment uses.

- a. The southern one-half of the block bounded by Dickinson Street, East Main Street, Thornton Avenue and East Washington Avenue is specifically recommended for mixed-use development, including residential development.

Residential uses are also considered appropriate on this half block because of the proximity of the Yahara River Parkway, and the planned residential uses south of East Main Street. The northern one-half of this block is recommended for employment uses.

Recommended Development and Design Standards

1. Maximum allowed building heights along East Washington Avenue should be greater at the western “downtown” end of the Avenue and decrease toward the Yahara River.

The western end of the East Washington Avenue corridor has the potential to develop with relatively high urban densities as an extension of the downtown commercial core, due to its proximity and the many other attributes of the location. Encouraging taller buildings and more intensive use at the western end of East Washington Avenue will provide opportunities for significant future employment growth in central Madison at one of the relatively few available locations.

Relatively lower building heights along East Washington Avenue nearer the river are recommended to be more compatible with the smaller-scale uses that are expected to continue in the adjacent residential neighborhoods---including the planned Yahara River District within the East Rail Corridor planning area.

Locating the tallest buildings on the higher elevations at the western end of the Avenue and lower buildings on the lower elevations near the river will tend to reinforce and enhance the natural topography of the Isthmus, rather than working against it (as does the “capitol view limit” for example).

2. Building coverage on East Washington Avenue sites should be relatively high to maximize the potential to develop additional employment and business space. Use of structured parking facilities and shared parking are ways that more of a site can be made available for development, rather than used for surface parking lots.

In those locations recommended for buildings up to 8 stories in height, there may be a need to review the potential effect of the maximum floor area ratios established for the current zoning districts covering the area to be sure there is no unintended constraint. However, recommended building setbacks from the sidewalk and step backs of taller building elements may make this unnecessary. This issue can be considered as part of the Capitol Gateway Corridor BUILD project.

3. Detailed building and site design standards should be established to guide future redevelopment along the East Washington Avenue Corridor and ensure that future development will be of high quality and contribute to creation of a coherent and attractive “gateway” to downtown Madison and the Capitol Square. These standards should cover development on both sides of the Avenue, and might be incorporated into detailed criteria for developments within the existing East Washington Avenue Urban Design District.

As noted above, the City has received a matching grant from the Dane County BUILD program to develop detailed land use and urban design recommendations for the East Washington Avenue Corridor between Blair Street and First Street. This project will be an important step in implementing this recommendation.

4. Preliminary building standard recommendations for East Washington Avenue are provided below pending development of more-detailed design standards:

- a. Between Blair Street and Ingersoll Street:

The maximum building height should be 8 stories.

The minimum building height should be 3 stories.

The maximum building height on the East Washington Avenue facade should be 4 stories, with a building step-back for additional stories.

- b. Between Ingersoll Street and the Yahara River:

The maximum building height should be 5 stories.

The minimum building height should be 2 stories.

- c. Buildings along East Washington Avenue should not be located right at the sidewalk, but should be set back in order not to appear to “crowd” this high-volume arterial.

The amount of setback may depend on the height and mass of the building, the length and variety provided along the building facade, the placement of adjacent buildings, the width and treatment of the sidewalk and terrace, and other design factors.

4. Parking uses should be prohibited on the East Washington Avenue frontage. Parking that cannot be located under or within the buildings should be located behind buildings on the interior of the sites or on adjacent streets. This recommendation applies to both surface and structured parking facilities.

East Main Street

East Main Street is a local street located one block south of East Washington Avenue and parallel to it. For purposes of these recommendations, the relevant segment of the street runs between Blair Street (the western boundary of the planning area) and Ingersoll Street where it terminates at the Madison Metro offices and maintenance complex [See Map 2-5].

While currently there are many surface parking lots and other relatively low-intensity uses along East Main Street, particularly between Blair Street and Paterson Street, the street has the potential to be redeveloped over time as more pedestrian-oriented “business street” that could provide an attractive setting for new employment as well as for support uses serving the employment district. Because of its width, large scale, and very high traffic volumes, East Washington Avenue is unlikely to become a particularly engaging pedestrian environment---although it could become a much more attractive “formal” entryway to the downtown. For similar reasons, East Washington Avenue has limitations as the primary access and circulation route serving the East Rail Corridor. Development of new appropriate urban uses along East Main Street and enhancements within the street

right-of-way could create an attractive alternative to East Washington Avenue that would both provide additional high-quality business sites as well as an engaging dynamic focal point for street activity within the district.

The Advisory Committee recommends that development within the East Main Street district be guided by the following recommended land uses, development and design standards and implementation approaches. While the recommendation to develop as a pedestrian-oriented business street applies to East Main Street specifically, the general land uses and development and design standards recommended below also apply to the balance of the area west of Ingersoll Street between East Main Street and the existing railroad corridor and bicycle path.

Recommended Land Uses

1. The primary uses developed along East Main Street should be employment uses, including offices, light industrial enterprises, artists and artisans, business incubators and other employment uses compatible with the development objectives of the district.
2. East Main Street is a recommended location for mixed use development, with retail and service business-support uses on the ground floor and office or other employment uses on the upper stories. It is intended that such support uses remain secondary, however, and that East Main Street not become characterized as primarily a retail or entertainment district.

Recommended Development and Design Standards

Building and design standards for East Main Street are intended to encourage the area to develop over time as a more pedestrian-oriented business environment that will provide amenity to the district as well as access and circulation. Recommended standards included in City plans can be used in the review of conditional use and planned unit development zoning applications for projects within the covered area. The following building and design standards are recommended as supportive of the goals for the East Main Street district.

1. The maximum building height should be 5 stories, and the minimum building height should be 2 stories.
2. Compared to the East Washington Avenue corridor, buildings generally should have a smaller-scale, less massive, more pedestrian-friendly character. Block faces should be characterized by articulation, with multiple building facades and building entrances, rather than be dominated by very large, massive buildings and unbroken facades along an entire block.
3. Parking uses should be minimized along East Main Street in order to create a more-continuous building presence along the street and a more defined

streetscape. To the extent feasible, parking should be located behind buildings and on the interior of the sites.

Because creating and maintaining attractive cross-streets within the East Rail Corridor planning area is also an important objective, it may be inevitable that parking lots or future parking structures be located at some locations along these planned “pedestrian-oriented” streets. Advance planning for shared structured parking facilities that can serve several business locations can place these necessary facilities in such a way that their potential negative effects on the aesthetics of the district or on pedestrian activities are minimized.

4. Special pedestrian-friendly streetscape enhancements, such as decorative lighting fixtures, planters, trees, benches and public art, should be provided along East Main Street and key cross streets leading to the district.
5. Small-scale courtyards or similar open gathering places for workers to eat lunch, relax, or take a break should be developed. Because public resources to maintain small parks are limited, these are most likely to be created as part of private developments for general public benefit.

MG&E Campus District

The MG&E Campus District identifies the large area between Blair Street and Paterson Street north of East Wilson Street where the majority of the properties are owned by Madison Gas & Electric Company and are currently used by them for a wide variety of activities, including headquarters offices, electricity generation and distribution, equipment storage and maintenance, and employee and business parking. The MG&E Campus District is an overlay within the East Main Street district created to reflect the predominant presence of Madison Gas & Electric Company in this portion of the area [See Map 2-5].

The combination of concentrated ownership by a business committed to the enhancement and redevelopment of the East Rail Corridor as a major employment, residential and recreational area, and the presence of at least some current uses that are relatively low-intensity and low-value uses compared to the location’s potential creates excellent opportunities to improve the physical and functional conditions in this area. Potential changes to the transportation infrastructure will provide additional reasons and opportunities for general upgrading of the area. Possible transportation changes that would affect this area include:

- Relocation of the railroad tracks to Railroad Street, which would result in new tracks crossing diagonally through this area from Railroad Street near Brearly Street back to the current alignment in the vicinity of Livingston Street.
- Potential closing of a portion of Livingston Street between East Main Street and East Wilson Street.
- Abandonment of the existing rail spur to the Mautz property.

Madison Gas & Electric is currently preparing a Campus Master Plan and Campus Enhancement Plan to help them realize the potential of their site. Possible elements of these plans that may be initiated within the relatively near term include:

- Enhance Blount Street as a main entry to MG&E offices and facilities, and as an important link across the East Rail Corridor.
- Develop Railroad Street as a pedestrian-friendly corridor and entry to the MG&E complex of buildings and facilities.
- Identify and improve the existing building stock that is to be retained.
- Provide adequate screening for the storage yards expected to remain for the foreseeable future.
- Identify East Main Street redevelopment opportunities--especially by looking for ways to fill some of the huge building gaps along the frontages.
This could include development of additional structured parking, so that some of the existing surface parking lots could be redeveloped with higher-intensity uses.
- Future enhancements to other “entry points” to the MG&E Campus and the East Rail Corridor, such as corner sites on East Washington Avenue.

In addition to planning physical improvements within the Campus area, MG&E has made a continuing commitment to revitalization of the East Rail Corridor, including the following specific activities:

- Continue to develop and maintain planning information to support the objective of high-density development in the Corridor.
- Continue to explore opportunities for diversification within the MG&E Central Campus and analyze the feasibility of redevelopment of other MG&E-owned properties.
- The East Rail Corridor will be a focus of MG&E Economic Development Unit activities.
- MG&E will work cooperatively with the City and the private sector on a focused economic development initiative for the East Rail Corridor area.

The MG&E Campus is a key location for creating improved linkages between Downtown and the rest of the East Rail Corridor. These important linkages should be maintained and enhanced--as development and redevelopment occurs within the Campus area---and particularly along the primary East Main Street entryway to the Rail Corridor.

East Wilson Street

The East Wilson Street employment area comprises the three half-blocks along the south frontage between Blair Street and Patterson Street [See Map 2-6]. There is no roadway in the Wilson Street right-of-way fronting these three blocks and development on the north half of these blocks will front on the bike path open space corridor. To provide vehicle access to future development, the East Rail Corridor Plan supports the Williamson Street

BUILD Committee recommendation that a new mid-block “urban lane” system be established to serve the 700, 800 and 900 blocks of East Wilson Street.

Recommended Land Uses

Because of its proximity to the MG&E coal-fired electrical generation plant, the railroad tracks (which will remain at this location even if tracks to the east are relocated north to Railroad Street) and the busy Blair Street intersection, these blocks are not recommended for residential development, but have the potential to provide sites for relatively high-intensity employment. Although the Williamson Street BUILD Committee identified housing as well as employment as potential uses on these blocks, the Advisory Committee considers non-residential development to be the most appropriate use.

Recommended Development and Design Standards

The recommended building and design standards for the East Wilson Street district are:

1. Between Blair Street and Livingston Street (600 and 700 blocks)
 - a. The maximum building height should be 5 stories, with up to 7 stories allowed if structured or underground parking is provided. No building element shall exceed 85 feet in height.

The Williamson Street BUILD Committee report recommends the same maximum building heights, but includes two additional criteria that can earn the bonus stories.
 - b. The former McCormick Harvester warehouse building on Blount Street is recommended for preservation as a historic building and is not recommended as a potential redevelopment site.
2. Between Livingston Street and Paterson Street (800 block)
 - a. The maximum building height should be 3 stories, with 4 stories allowed only if underground or structured parking is provided. One or two additional bonus stories (to a maximum building height of 5 or 6 stories) may be allowed only for projects which provide, in addition to underground or structured parking, one or both of the following:
 - Business incubator space.
 - At least 20 percent affordable housing units as defined in the City’s draft inclusionary zoning ordinance. Housing units should not be located on the East Wilson Street frontage.
 - b. Building elements of more than three stories must be set back at least 45 feet from Williamson Street.

POTENTIAL NEAR-TERM REDEVELOPMENT SITES

Over time, many locations within the East Rail Corridor planning may become suitable sites for expansion, adaptive reuse or redevelopment with different uses and/or at greater development density, as business needs change and some firms leave the area and others move to the area. Several sites, however, have been identified as high potential locations for relatively near-term redevelopment---in some cases within the next one or two years.

- Mautz Paint Property. The former Mautz Paint factory and sales facilities on East Washington Avenue were closed after the locally-based firm was sold to a national manufacturer and production was consolidated at another plant. The property has been acquired by an investment group that expects to redevelop it with as yet unspecified, but different uses. Although many of the paint manufacturing facilities will undoubtedly be replaced when the property is redeveloped, the Mautz property includes a fine five-story brick structure on East Washington Avenue that could become a centerpiece for a well-designed adaptive reuse development.
- Water Utility Properties. The Madison Water Utility currently has its administrative offices in a building it owns at 523 East Main Street, which is just outside the East Rail Corridor planning area at the southwest corner of the Blair Street intersection. The Water Utility also owns properties within the planning area at three corners of the intersection of Paterson Street and East Main Street. The Water Utility is planning to move their administrative offices and a few operations to a new location on Olin Avenue within about two years. When this move is completed, the office property at 523 East Main Street will become available for reuse or redevelopment. At this time, the Water Utility has no plans to move additional operations from the East Rail Corridor, and expects to continue to use the three properties at Paterson and East Main Streets for the foreseeable future.
- Madison Gas & Electric Properties. In addition to their main office facilities and the electric generation plant and substation, MG& E also owns other properties within the East Rail Corridor planning area, some of which are used for relatively low-intensity activities. MG&E is currently planning for their future needs and facilities, and future plans may include redevelopment of selected portions of their ownership to higher uses---either for their own operations or as part of a more broadly-based “campus” with additional types of development. (See also additional discussion in the MG&E Campus District section, above.)

BUSINESS RETENTION AND DEVELOPMENT STRATEGIES

Retaining and supporting the existing businesses located within the East Rail Corridor and attracting additional business investment to the Corridor are high-priority goals of the East Rail Corridor plan. A coordinated, comprehensive strategy for business retention

and attraction should be developed for the East Rail Corridor as a cooperative effort that includes the City of Madison Office of Business Assistance and Community and Economic Development Unit, local institutions such as Common Wealth Development Corporation, business organizations, and private firms. Commitment and increased attention to business retention and expansion efforts will also help relieve the apprehension that some businesses have expressed regarding the future of the East Rail Corridor as a business location. The business retention and development strategy should include the following elements:

1. The strategy should identify the types of business most likely to find the East Rail Corridor attractive as a business, and seek to enhance and market those attributes and work to reduce any disadvantages the Corridor has as a business location to the extent consistent with other plan objectives.

The many successful businesses currently located in the Corridor provide a good place to start, since these establishments have determined that the attributes of the area work well for them as a business location.

2. Efforts to encourage new and expanding business uses of vacant and underutilized buildings and parcels in the East Rail Corridor should be a cooperative effort that includes local institutions such as Common Wealth Development Corporation and City of Madison Office of Business Assistance and Community and Economic Development staff.
3. Work with Common Wealth, the Marquette Neighborhood Association and adjacent neighborhood organizations to identify opportunities for expansion and creation of local businesses serving Isthmus neighborhoods and to recruit businesses that provide meaningful employment to Isthmus residents.
4. The City should actively work with the University of Wisconsin and Madison Area Technical College in developing and continuing employment training and employee development programs for both established and new businesses.
5. Development of additional facilities which provide space and services to start-up businesses is an attractive and effective way to encourage business development and new employment. Development of additional business incubator capacity should also consider the need for ancillary facilities, such as divisible warehouse space to meet the needs of smaller firms.
6. Development of post-incubator facilities for businesses graduating from business incubators so that they can remain and expand in the East Rail Corridor.
7. The City should assist businesses in their expansion plans, including cooperative planning for public utilities or other infrastructure improvements that may be needed to facilitate the expansion.

8. Work with developers and property owners on adaptive reuse and site redevelopment, especially on East Washington Avenue and East Main Street.
9. Maintain and improve where needed, the City's infrastructure in the area.
10. Work with East Rail Corridor property owners and businesses to address their parking concerns and other issues.
11. Consider the use of Tax Increment Financing and other City tools to encourage investment in the area at higher densities, especially for Transit-Oriented Development focused on potential commuter rail station(s).
12. Work with property owners and developers to evaluate and address potential "brownfield" redevelopment and environmental remediation needs and possible remediation approaches, including assistance in accessing brownfield grants.

Because of its industrial history as a manufacturing district and major railroad yard and servicing area, there are significant environmental issues that need to be addressed as a part of redevelopment efforts within the East Rail Corridor. Numerous Leaking Underground Storage Tank (LUST) sites are present within the study area, as well as several brownfield sites, including the 3.3 acre parcel acquired by the Urban Open Space Foundation for the central park, the Water Utility complex at East Main Street, and other scattered sites throughout the corridor. As a consequence, environmental clean-up and assistance tools will be an important element of redevelopment efforts within the East Rail Corridor.

D. HOUSING AND RESIDENTIAL DEVELOPMENT

GENERAL RECOMMENDATIONS

Increasing housing opportunities for development of additional housing in the East Rail Corridor portion of neighborhood is an important planning objective. About 24 acres, or 17 percent, of the net land within the East Rail Corridor planning area is recommended primarily for residential development. In Phase One, the Advisory Committee established several additional objectives for housing development:

1. New housing developed within the East Rail Corridor should include a range of housing types, sizes, and rents or costs, designed to meet the needs of a wide variety of households, including families of different sizes and incomes.
2. New housing should be of a quality and character compatible with established neighborhood character.
3. Housing in areas recommended for residential uses should be developed within a density range of 25 to 60 units per acre. Specific recommended density will depend upon the location of the development within the planning area.
4. A minimum affordable housing target of 15 percent of the units should be established for all residential developments. Both owner-occupied and rental affordable housing must meet eligibility levels established for current City programs.
 - a. Partnerships with existing or future neighborhood affordable housing efforts are encouraged.

The recently-developed Marquette Affordable Housing Plan specifies targets based on income distributions for the City of Madison and the Marquette Neighborhood, computed separately for rental and owner-occupied projects.

- b. A density bonus should be provided to developers of housing who make a commitment that 20 percent of the units will be affordable, as defined in the City of Madison's draft inclusionary zoning ordinance.

Since the Phase One recommendations were made, a Marquette Affordable Housing Plan has been developed by the neighborhood, and several new city-wide affordable housing initiatives are being considered. The East Rail Corridor Plan recommendations are not intended to preempt any of these efforts, and it is expected that any differences among these proposals will be reconciled.

- c. The City should develop a plan to assist developers in making the affordable housing possible as part of developments using Tax Increment Financing and other tools, including density bonuses.

5. Newly developed housing should provide a mix of both ownership and rental housing, and include co-ops and co-housing housing types.
6. Housing may be considered appropriate as part of mixed-use commercial developments in areas not specifically designated for residential uses, primarily as transitions near existing residential areas.
7. Limited amounts of some types of commercial uses may be appropriate as part of mixed-use developments in designated residential areas.

Live-work units, artists lofts and similar relatively low-impact, low-traffic non-residential uses are types of commercial activities that may fit well within essentially residential areas.

LOCATIONS FOR FUTURE HOUSING DEVELOPMENT

Three defined sub-areas within the East Rail Corridor are recommended primarily for future residential development [See Map 2-7]. For each of these defined housing development areas, the East Rail Corridor Plan recommends a density range and/or development standards and guidelines to ensure that future development fits with the established character of the neighborhood and the planned uses on adjacent lands. The three areas recommended for future housing development are:

- **Yahara River District.** A 9.4-acre area adjacent to the Yahara River where it is recommended that most existing non-residential uses be replaced over time by new, relatively high-density residential development.
- **East Wilson Street.** Three blocks along the south side of East Wilson Street between Paterson Street and Few Street where relatively higher density residential redevelopment is proposed to replace current non-residential uses.
- **Conservation District.** An area recommended as a Conservation District to preserve the scale and character of a coherent cluster of existing small-scale housing in the East Wilson Street/Schley Pass/Dewey Court area.

The existing uses, character, context and recommended intensity of future development are different in these three areas, and different development approaches and standards are recommended for each area.

Yahara River District

The proposed “Yahara River District” is a 9.4-acre area along the Yahara River bounded by Thornton Avenue, East Wilson Street, Dickinson Street and East Main Street [See Map 2-8]. Currently, virtually all of the existing uses within the area are non-residential, with the important exception of the Yahara River View apartments being developed by Common

Wealth Development. While it is not intended to force the relocation of any existing businesses, this area is recommended in several adopted City plans as a prime location for future residential development due to its excellent riverside location. Present plans for development of a large central park within the East Rail Corridor make this location even more attractive for housing.

In order to realize its residential potential, the Advisory Committee recommends that redevelopment within the Yahara River District be guided by the following recommended land uses, development and design standards, and implementation approaches:

Recommended Land Uses

1. The Yahara River District should be predominantly developed with residential uses, including rental and condominium units suitable for a wide variety of households.
2. While a limited amount of certain types of mixed-use development might be considered, such as live-work units, for example, purely commercial developments or mixed use developments with large commercial components, would not be consistent with the intent of the residential recommendation.
3. It is recommended that at least 15 percent of the units in all new residential developments be affordable housing units.

Recommended Development and Design Standards

1. Residential buildings in the Yahara River District may be up to 4 stories in height. The fourth story will be allowed only in projects that provide at least 20 percent affordable units as defined in the City's draft inclusionary zoning ordinance.
 - a. It is not intended that large portions of an entire block be developed with a single, massive four-story building, or that box-like four-story buildings be developed side-by-side throughout the area, but rather that elements of buildings of that height be combined with lower building elements, courtyards or similar approaches to creating a more diverse, engaging neighborhood character and streetscape. The goal is to create buildings with a range of heights rather than create a monotonous, uniform facade. This is particularly important on properties along the Yahara River Parkway.
 - b. It is suggested that building "step-backs" be used to create usable roof terraces---some with river views, perhaps. On properties adjacent to the Yahara River Parkway, the tallest building elements and greatest building mass should be located away from the river side of the building.

2. Building lot coverage may be relatively high, as appropriate to an urban-density neighborhood. However building massing, heights, and facade articulation must create variety and interest in the area as viewed from the street or from adjacent parts of the neighborhood. In general, it is recommended that individual buildings have side yards and that zero-lot line buildings not be developed in the Yahara River District. Minimum building setbacks may be appropriate at certain locations, such as along Thornton Avenue adjacent to the Yahara River Parkway, for example---particularly in the case of taller buildings.
3. Buildings on properties adjacent to the Yahara River Parkway should face the Parkway and incorporate features such as terraces, verandas, porches, patios or other outdoor amenities to increase opportunities to enjoy the Parkway.
4. Street-level building facades should be well-articulated and provide inviting building entrances and include substantial window openings. Interior parking facilities should not extend to the main street frontage.
5. Large residential buildings should have flat or low-rise hipped roofs that are consistent with the existing character of the area west of the river.
6. Parking should be at least partially enclosed to the extent feasible to minimize the area required for surface parking lots. Indoor bicycle parking should also be provided.
7. Parking areas, paved drive aisles, trash storage facilities and service loading areas for new developments should not be located on the side of development facing the Yahara River Parkway.
8. Zoning regulations for the Yahara River District should reflect the urban context of the area and establish lower minimum parking stall requirements.

While minimum parking requirements were not changed, recent revisions to the Madison Zoning Code allow applications for a reduction in off-street parking requirements to be decided as administrative actions or reviewed and considered as Conditional Uses, depending on the amount of reduction requested. The new procedure provides for a review based on consideration of factors such as the parking characteristics of the proposed use or expansion, the availability of alternative parking--including on-street and public parking facilities, existing or potential shared parking arrangements, proximity to transit routes and bicycle paths, and neighborhood impacts.

9. Landscaping on properties adjacent to the Yahara River Parkway should complement and be consistent with the historic and nationally landmarked status of the Parkway.

Landscapers are encouraged to work with the Friends of the Yahara River Parkway as a resource in planning landscaping on adjacent properties.

10. Rain gardens or other measures to encourage infiltration of stormwater run-off entering the Yahara River should be required in developments adjacent to the Yahara River Parkway.

East Wilson Street

The East Wilson Street residential district includes properties along the south side of the East Wilson Street right-of-way between Paterson Street and Few Street (the 900, 1000 and 1100 blocks), excluding a few parcels just west of Ingersoll Street and just west of Few Street which are recommended for inclusion in the proposed Conservation District [See Map 2-9]. The current existing land uses in this area are primarily non-residential, and include both older and relatively recent buildings. Vacant parcels and low-intensity industrial uses, such as storage yards, are also included. The south frontage of these three blocks is on Williamson Street, and it is possible that some future developments in this area may have frontage on both streets.

There is no roadway in the Wilson Street right-of-way fronting the 900 block and the west half of the 1000 block, and uses here currently take access from the side streets. The East Rail Corridor Plan recommends that East Wilson Street right-of-way in the 900 block and western end of the 1000 block continue to be used only for the existing bicycle path and panhandle extensions of the proposed central park “square” centered on Brearly Street. Future development on the north half of these blocks will front on the open space and bike path. To provide vehicle access to future development in these blocks, the East Rail Corridor Plan supports the Williamson Street BUILD Committee recommendation that a new mid-block “urban lane” or alley way be established to serve the interior of the 700, 800 and 900 blocks of East Wilson Street from the cross-streets.

Recommended Land Uses

1. The recommended future land use on the south frontage of the 900 through 1100 blocks of East Wilson Street is relatively high-density residential development.

Although currently largely non-residential, this area will become an attractive residential location when the recommended central park and bicycle path corridor enhancements are implemented and the railroad track is relocated to the north side of the park space. Because development along Wilson Street can take advantage of the “captured open space” from the adjacent planned park and will be buffered from the existing residential neighborhood by lower-rise development along Williamson Street, the Advisory Committee recommends that relatively high-density residential uses be developed here.

2. It is recommended that at least 15 percent of the units in all new residential developments be affordable housing units.

Recommended Development and Design Standards

The Advisory Committee supports the building height standards recommended by the Williamson Street BUILD Committee for the Williamson Street frontage of the 900 through 1100 blocks, but proposes a one-story higher maximum building limit on the Wilson Street frontage of these blocks than recommended by the BUILD Committee for developments that provide affordable housing. The ERCPAC believes that the lower buildings developed along Williamson Street will preserve the pedestrian-friendly scale along that street and provide a reasonable transition to potentially one-story taller buildings on the northern half of these blocks. Specific recommended standards for the East Wilson Street residential area include:

1. The maximum building height should be 3 stories, with up to 5 stories allowed only as a bonus for providing at least 20 percent affordable housing units as defined in the City's draft inclusionary zoning ordinance.
2. Development on parcels adjacent to the Conservation District shall not have building elements exceeding 2 1/2 stories directly adjacent to the District. Building elements taller than this shall be set back at least 40 feet from the ground level facade closest to the Conservation District.
3. Building lot coverage may be relatively high, as appropriate to an urban-density neighborhood. However building massing, heights, and facade articulation must create variety and interest in the area as viewed from the street or from adjacent parts of the neighborhood.
4. Street-level building facades should be well-articulated and provide inviting building entrances and include substantial window openings. Interior parking facilities should not extend to the main street frontage.
5. Buildings should have underground, interior, or structured parking to the extent feasible. Bicycle parking should be included.
6. Zoning regulations for the East Wilson Street district should reflect the urban context and establish lower minimum parking stall requirements.

As noted above, recent changes to the Zoning Code should make it easier to approve reduced parking requirements when the potential impacts are determined to be reasonable.

East Wilson Street/Schley Pass/Dewey Court Conservation District

The East Rail Corridor Plan recognizes the existing cluster of relatively small-scale houses located generally along Schley Pass, Dewey Court and the south side of East Wilson Street as an important neighborhood asset---providing additional character, charm and housing choice to the community. In order to preserve and enhance this existing residential area, the following actions are recommended:

1. Create a Conservation District encompassing the existing small-scale housing located in the East Wilson Street/Schley Pass/Dewey Court area, including a few parcels west of Ingersoll Street which are not contiguous with the main portion of the proposed district but share the same essential characteristics [See Map 2-10].
 - a. The Conservation District should be designed to preserve the residential use and the essential character, scale and identity of the area, rather than necessarily preserve the physical historical fabric, as a historic district designation might do, for example. [See Appendix _ for additional information about conservation districts].
 - b. There are a variety of approaches to creating and administering a Conservation District, as well as different objectives, selection criteria, standards and review procedures that could be established for the district. If this recommendation is accepted, a next step would be to draft an ordinance implementing the concept, including appropriate development and design standards.
 - c. Due to increasing pressure on the remaining supply of affordable housing, it is recommended that the proposed Conservation District be established prior to creation of an East Rail Corridor Tax Increment Finance District or other actions that might encourage further price increases, parcel assembly or speculative investment in this area.
2. Provide necessary development standards to ensure that future redevelopment within three designated Transition Areas adjacent to the proposed Conservation District creates an appropriate transition to the small-scale, fine-grained character of the District. Three Transition Areas have been identified [See Map 2-10]:

Area A comprises several parcels located within the proposed Conservation District along the west frontage of Dickinson Street. These parcels are not currently in residential use and, therefore, lack the predominant “small-scale house” character of the District. It is recommended that these parcels eventually be redeveloped with residential uses which are sensitive to the scale and character of adjacent properties and provide an appropriate transition to the more intensive residential uses planned in adjacent districts.

Area B comprises several parcels located within the proposed Conservation District along the east frontage of Baldwin Street, between Railroad Street and East Wilson Street. Current development on these parcels includes several houses and other relatively smaller-scale uses not too dissimilar from the uses within the proposed Conservation District, as well as larger structures. The land on the opposite side of Baldwin Street is recommended for eventual open space use as part of the proposed Central Park. Area B is designated as a Transition Area primarily because the Baldwin Street corridor is identified in

the Williamson Street BUILD I project report (Marquette Neighborhood Center Master Plan) as a potential location for relatively more-intensive mixed-use redevelopment as part of the gateway to the neighborhood. Depending on future more-detailed planning for the Baldwin Street frontage, recommended redevelopment within Area B may not necessarily be limited only to the small-scale residential uses typical in the Conservation District. Any future redevelopment within Area B should locate more of the building mass and height close to Baldwin Street and less toward the interior of the Conservation District, and also provide adequate rear yard and side yard setbacks as needed to buffer the smaller-scale uses within the District.

Area C comprises the parcel located adjacent to the west end of the main portion of the proposed Conservation District and also the parcels adjacent to the east and west of the small “free standing” portion of the proposed Conservation District west of Ingersoll Street, including the opposite parcels on the east side of Ingersoll Street. Any redevelopment on these parcels must be of a scale compatible with the adjacent Conservation District uses and provide front, side and rear yard setbacks as required to ensure that the adjacent uses are not dominated by the building’s mass or height.

Recommended development and design standards for the East Wilson Street residential district also provide that development on parcels adjacent to the Conservation District shall not have building elements exceeding 2 1/2 stories directly adjacent to the district, and that building elements taller than this shall be set back at least 40 feet from the ground level facade closest to the District.

3. Rezone properties within the proposed Conservation District to residential zoning classifications that better reflect the current housing types and density of development in order to discourage unwanted land assembly and speculation.

The need for downzoning might depend on the specific regulations established for the Conservation District. In the absence of alternative Conservation District protection, rezoning could help limit future developments to a scale and intensity more consistent with the intended preservation objectives.

4. Maintain housing affordability through methods such as focusing City home improvement and first-time homebuyers programs and marketing toward the area and working with neighborhood lenders to expand programs to help finance necessary building improvements.
5. The City should work with the Marquette Neighborhood Association, Wilmar, Common Wealth and other neighborhood organizations to create and administer maintenance programs geared toward preserving the existing housing stock.
6. City infrastructure improvements and maintenance efforts should support and continue the existing fine-grained pattern of relatively narrow streets and sidewalks, street terraces and urban forest preservation and enhancement.

Other Residential Locations

In other recommended housing locations within the East Rail Corridor planning area, such as the north side of Williamson Street east of Dickinson Street, the current residential uses are generally expected to continue, with perhaps an occasional replacement infill project, and no specific development recommendations are made for these areas.

Housing developed as part of mixed-use projects in areas primarily recommended for employment and business development are expected to be consistent with the development and design guidelines established for those areas. It is also recommended that at least 15 percent of the units in mixed use developments be affordable.

E. PARKS AND OPEN SPACES

Parks and open spaces are an important component of the land use recommendations for the future development of the East Rail Corridor. About 23 acres, or 17 percent, of the net land within the planning area is recommended for park and other open space uses. While their location between Lakes Mendota and Monona provides Madison's Isthmus neighborhoods with an outstanding physical setting, there are long-recognized deficiencies in the amount of parkland and types of recreational facilities available to serve these densely populated parts of the community. There are also opportunities to significantly enhance the linkages between open space features and between open spaces and other land uses. The East Rail Corridor Plan recommendations address both of these deficiencies. In Phase One, the Advisory Committee established the following general objectives for park and open space development within the East Rail Corridor planning area:

GENERAL RECOMMENDATIONS

1. New park and open space areas of appropriate urban scale and size should be established in the study area.
2. Park and open space uses must be accessible.
3. Open space uses should buffer industrial, and perhaps commercial, uses from residential uses.
4. the City should establish an open space plan and effort that would substantially address the existing Downtown/East Isthmus parkland deficiency of 30 to 40 acres.
 - a. The effort should also recognize and seek to meet the need for parkland in the Downtown/East Isthmus area, including the additional need generated by the new residential development that is occurring, using the City guideline of one acre for each 60 units of new housing.
 - b. Parkland fees-in-lieu and park development fees generated by Downtown/Isthmus residential development should be directed to increasing available open space and improving park facilities within the Downtown/Isthmus area.
5. Many sources of funding also should be explored to acquire parkland and open space, not all of which needs to be City-owned open space.

Establishing new partnerships for on-going maintenance of the East Rail Corridor parkland and open space is absolutely critical and should be explored and nourished. These partnerships should build on the successful pattern of other partnerships already demonstrated in proximate areas such as the Blair Street Gardens and the Friends of the Yahara River Parkway.

LOCATIONS FOR FUTURE OPEN SPACE DEVELOPMENT

The Advisory Committee recommends that acquisition and development of park and open space amenities in the East Rail Corridor planning area be focused on creating a concept of “linked urban squares.” The following areas are identified as the priority locations for implementing this concept [See Map 2-11]:

Priority Urban Squares

- **Baldwin-Ingersoll Urban Square.** This large urban square comprises the entire two-block area between Baldwin Street and Ingersoll Street, from Railroad Street to East Wilson Street. The vacant portion of this area north of the existing railroad track is currently owned by the Urban Open Space Foundation.
- **Brearily Street Urban Square.** This smaller urban square is centered on the half-blocks of land fronting on both sides of Brearily Street between Railroad Street and East Wilson Street. Only the parcel east of Brearily Street is currently undeveloped.

Brearily Street should be closed to vehicle traffic between Railroad Street and Wilson Street so that the street right-of-way can be enhanced and incorporated as part of the park development on both sides of the right-of-way.

The Advisory Committee recommends that the City retain ownership of the street right-of-way, and that a pedestrian and bicycle connection across the park be maintained.

Limited vehicular access should also be maintained as needed to serve existing businesses that take access from Brearily Street unless suitable alternatives are available.

Park improvements within the Brearily Street right-of-way should be designed to accommodate vehicle access in the event of emergencies or other special situations.

- **Willy Street Park Connection.** This small open space square east of Brearily Street and south of the bicycle path corridor is recommended to connect the Brearily Street urban square with the existing Willy Street Park to the south on Williamson Street.
- **Bicycle Path Corridor.** It is recommended that the existing bicycle path corridor between Downtown and the Yahara River be widened by incorporating the current railroad right-of-way west of Ingersoll Street when this is made possible by the proposed northern re-alignment of the railroad tracks. This will provide

opportunities to greatly enhance this corridor with additional landscaping and other amenities. With the railroad track gone, this corridor may also be designed blend into the adjacent urban squares.

Other Pedestrian Bicycle Linkages

The Advisory Committee also recommends development of other enhanced pedestrian-bicycle-oriented connections between Baldwin Street and the Yahara River that would include substantial landscaping and other special amenities. These greenway linkages should be generally urban and linear in form and could include such features as decorative lightning fixtures, special treatment of paved areas, enhanced tree plantings, planters, and small sitting areas, for example. Three linkages are proposed, all of which follow existing transportation corridors:

- A link along the present bicycle-pedestrian path east of Dickinson Street that intersects the Yahara River at Williamson Street.

This path might be re-configured in the future if the State-owned property in the proposed Yahara River District is redeveloped; and the site plan for any future redevelopment of the State-owned property should incorporate private green space through a setback to enhance the link.

- A link within the City-owned former railroad right-of-way east of Baldwin Street, between Baldwin Street and East Washington Avenue. Portions of this parcel are currently leased for parking.
- A boulevard along East Main Street between the rail corridor link (above) near Dickinson Street and the Yahara River Parkway. The boulevard link should contain a bicycle-pedestrian path that connects with the planned bicycle path along the Yahara River, which will also link to the north under the rebuilt East Washington Avenue Bridge.

This connection to the Yahara River will be further enhanced by the planned removal of South Thornton Avenue recommended in the adopted Yahara River Parkway Plan, as will the connection along East Wilson Street.

Small Private Open Spaces

In addition to the primary park and open space areas identified above, small courtyards and other open spaces included as part of private developments within the East Rail Corridor should be designed as much as possible to link with planned public open spaces to create one interconnected system. This might be accomplished through the landscape design within the normal building setback areas so that these areas are coordinated with adjacent public open spaces. As more detailed plans for sub-areas within the East Rail Corridor are developed, specific locations for future small park space development should be identified. The design goal of creating small private open spaces should be incorporated into Planned Unit Developments (PUD) and other projects in the East Rail

Corridor, and considered as part of the City review and approval of development proposals within the Corridor.

CENTRAL PARK FUNCTIONS AND FEATURES

One of the charges to the Advisory Committee in Phase Two of the East Rail Corridor planning process was to address the configurations, features and functions of the recommended park and open spaces areas and the ownership and maintenance responsibilities for the park and open space areas. It is the recommendation of the Advisory Committee that several contiguous elements of the “linked urban squares” open space concept (collectively referred to as the “central park”), be planned and developed as a special type of area park. The proposed central park would include the large urban square proposed between Ingersoll Street and Baldwin Street, the somewhat smaller urban square centered on Brearly Street, the Willy Street Park Connection, and adjacent segments of the existing railroad right-of-way north of the bicycle path that may become available if the railroad tracks are relocated. As an area park, one primary function of the park is to help serve the recreational needs of the adjacent neighborhoods; but the proposed central park will also include special features and amenities that will attract users from throughout the Madison community.

The following specific recommendations are also made regarding the design and features of the central area park and development, maintenance and ownership responsibilities for the park:

1. The Advisory Committee generally supports the concept plan for park development currently being developed by the Urban Open Space Foundation, with the assistance of the planning and landscape architecture consulting firm of Jones & Jones. The Committee also recognizes that the details of this plan are not final, and that many years will be required to implement the plan. For this reason, the Committee considers it important to understand that the park development plan might be modified in the future for a variety of reasons.
2. The recommended plan for the central park specifically assumes that the existing railroad track along East Wilson Street will be relocated north to the Railroad Street right-of-way, and the East Rail Corridor Plan also recommends that the track be relocated. In the event that this relocation does not occur, substantial revisions to the park concept and development plan may be required.
3. Linkages between the central park and other land uses within the East Rail Corridor should be maximized by orienting employment and housing developments adjacent to the park toward the park to the extent feasible, and by providing attractive pedestrian and bicycle connections between the multiple uses within the Corridor.
4. The proposed central park is part of a larger linear open space that includes enhanced linkages to other open spaces and recreational opportunities both in the

surrounding neighborhoods and in the Madison community as a whole. These other open space linkages and bicycle-pedestrian pathway connections are critical to the central park's role as a area park.

PARK DEVELOPMENT RESPONSIBILITIES

The Committee appreciates that there is strong support for the concept of a large new park within the East Rail Corridor. This park is currently not included in the City of Madison Park and Open Space Plan, and may or may not address all the park needs as identified by the Madison Park Commission. Accordingly, the East Rail Corridor plan recognizes that implementation of the central park concept depends to a very large extent on continued leadership and support from the Urban Open Space Foundation. The Advisory Committee therefore:

1. Endorses and supports the commitment by the Urban Open Space Foundation to raise all of the funding needed for park acquisition and development, continuing operation, and long-term maintenance for the proposed central park as described above.
2. Expresses their preference that the central park eventually become a publicly-owned facility, subject to creation of a suitable means to provide continuing funding to support park operations and maintenance from private sources (such as an endowment fund, for example.)
3. Notes that any City financial support for the central park would necessarily reduce the City funding available for other long-standing park development projects.
4. Recommends that the City initiate planning and begin to include implementation funds in City budgets for the other elements of the linked urban squares park and open space system described in this East Rail Corridor Plan, including enhancements to the existing bicycle path corridor between Downtown and the Yahara River, the additional pedestrian-bicycle link within the former railroad right-of-way between Baldwin Street and East Washington Avenue, and the enhanced boulevard treatment for East Main Street between that right-of-way and the Yahara Parkway.

Responsibility for implementing this recommendation will be shared by several City departments, and scheduling of the improvements will be partly dependent on the timing for implementing other elements of the proposed plan.

5. Recommends that the City continue to work on the feasibility studies and pursue solutions to the rail and other transportation issues which affect future park development in the East Rail Corridor.

F. TRANSPORTATION AND PARKING

The East Rail Corridor contains multiple transportation facilities, including an active railroad line and several service spurs, important street connections providing local access and cross-isthmus connections and several primary bicycle routes, including both on-street and off-street facilities. Not surprisingly, consideration of transportation-related issues was an important component of the East Rail Corridor planning process. The following general objectives and priorities related to transportation facilities within the East Rail Corridor were identified by the Advisory Committee during Phase One:

GENERAL RECOMMENDATIONS

1. Plan the East Rail Corridor to accommodate the integrated system of freight, passenger, and commuter rail services that may be needed if the future potential for a significant expansion of railroad activities within the corridor is realized.
2. Maintain access to the rail corridor for future mass transit options.
3. Maintain and enhance linkages between the various transportation modes serving the East Rail Corridor planning area.
4. Maintain cross-Isthmus transportation access through the East Rail Corridor.
5. Maintain and increase bicycle-pedestrian linkages to jobs and recreation.

RAILROAD OPERATIONS AND TRACK REALIGNMENT

Although only a remnant of its former role as a major railroad facility, the existing railroad tracks within the East Rail Corridor planning area provide an essential link in the regional freight rail network, and have an even more important role in the future if inter-city passenger rail service returns to Madison, or if rail-based transit service is established as part of an enhanced regional system. The existence of active rail operations within and through the planning area provides both challenges and opportunities for future redevelopment, and the Advisory Committee recommendations seek to address both. The following recommendations are made regarding railroad operations and facilities within the East Rail Corridor planning area [See Map 2-12]:

1. The mainline railroad tracks should be relocated from their current alignment along East Wilson Street north to a new alignment within the Railroad Street right-of-way if this is determined to be technically and financially feasible.

Although engineering and cost considerations must be carefully evaluated in determining whether relocation is feasible, there are several potential advantages from relocating the tracks to the northern alignment. These include eliminating the track that currently cuts diagonally through the planned eastern “square” of the proposed central park, and removing the railroad track as a potential barrier between the proposed park and planned residential areas to the east and south.

Establishment of a northern alignment for the railroad tracks should respect the operations and infrastructure of existing area businesses and should not require the removal of existing buildings.

The selected alignment must be able accommodate the tracks and other facilities that may be needed to serve potential multiple railroad uses, including freight, inter-city passenger, and rail transit service. Access to rail spurs serving local businesses must also be maintained.

2. In the event that the railroad tracks are relocated to the north, the existing southern railroad right-of-way between Livingston Street and Baldwin Street should be acquired as public open space to broaden the existing bicycle-pedestrian path corridor. As noted in the Park and Open Space recommendations, this wider green space corridor would provide an improved greenway linkage between Law Park and the Yahara River.

POTENTIAL COMMUTER RAIL STATION

The City of Madison, in partnership with other units of government and State agencies, is currently planning for the future development of enhanced high-capacity transit service in the region. The “locally preferred alternative” recommended in the Transport 2020 transportation alternatives analysis Final Report is a comprehensive system that would include rail transit service operating on railroad tracks in the existing rail corridors, with the Start-Up System operating between East Towne and Greenway Center in Middleton. There are many steps remaining before this recommended system can become a reality, and it is far from certain at this time that it will. If commuter rail service is established through the Isthmus, at least one station will be located within the East Rail Corridor and would provide important additional benefits to the area as a location for business, residential and recreational activities.

1. If rail transit service is established through the East Rail Corridor, a station should be located near Baldwin Street. The current concept plan for development of the central park proposes a rail station in the northeast corner of the park, just west of Baldwin Street [See Map 2-12].

While other locations are possible, a station at Baldwin Street would be located where the railroad track branches north and east, and thus where transfers could occur if rail service was later extended to the Dane County Airport, as recommended in the Transport 2020 Full System Vision. Baldwin Street is also the primary cross-Isthmus street connection and intersects an existing and planned commercial node on Williamson Street.

2. New relatively high-density transit-oriented mixed-use development should be promoted on sites in close proximity to the proposed station in order to take full advantage of the potential created by access to commuter rail service. These also include sites north and south along Baldwin Street toward East Washington Avenue and Williamson Street, for example.

PUBLIC STREET ACCESS AND CIRCULATION

Maintaining good access and circulation to, through, and within the East Rail Corridor is a high-priority transportation objective, and the East Rail Corridor Plan recommends that this be achieved by focusing on the most important streets and ensuring that they are improved and enhanced as needed to serve neighborhood and community access and circulation needs. The Plan also identifies segments of several less-important Isthmus cross-streets where the potential benefits of closing a segment of the street to motor vehicle traffic appear to outweigh any potential disadvantages [See Map 2-13]. Public street access and circulation recommendations include:

1. **Cross-Street Enhancements.** Maintain and enhance the primary cross-Isthmus traffic routes through the East Rail Corridor: Blair, Blount, Paterson, Ingersoll and Baldwin Streets, as attractive and functional corridors serving multiple motor vehicle, pedestrian and bicycle transportation needs.

These key streets each connect with the local street network in the Marquette Neighborhood south of Williamson Street as well as with local streets in the Old Market Place and Tenney-Lapham neighborhoods north of East Washington Avenue, and all except Blount Street have a signalized intersection at both Williamson Street and East Washington Avenue. These five streets presently carry the vast majority of the north-south vehicular traffic through the planning area. With through traffic maintained on these streets, other north-south streets may reasonably be considered for redesign or partial closure, as recommended below.

Enhancements could include general street and sidewalk reconstruction as required, special paving and crosswalk treatment, terrace improvements, including street trees and other plantings, more attractive street lighting, and public art or other special features at key locations.

2. **East Main Street Enhancements.** Special pedestrian-friendly streetscape enhancements, such as decorative lighting fixtures, planters, trees, benches and public art, should be provided along East Main Street. This treatment should extend through the Main Street/Blair Street intersection to help provide a pedestrian-friendly connection to the Capitol Square.

As described in the Employment and Business Development section of this plan, it is recommended that East Main Street be encouraged to develop over time as a more pedestrian-oriented business environment that will provide amenity to the employment district as well as access and circulation.

3. **Selected Street Segment Closings.** It is recommended that segments of three streets within the East Rail Corridor planning area be closed to motor vehicle traffic because the potential land use and transportation benefits from closure appear to outweigh any potential disadvantages. These street segments are:
 - a. **Brearily Street** Closing the segment of Brearily Street between Railroad Street and East Wilson Street to vehicle traffic would allow most of the street right-

of-way to be reclaimed and integrated with the planned open space uses to be developed on both sides of Brearly Street as part of the proposed central park.

As noted above in the Park and Open Space recommendations, this right-of way should remain in public ownership, and bicycle and pedestrian pathways should be maintained across the park. In addition, the design of any enhancements within the right-of-way should allow emergency vehicle access into and across the park. Finally, delivery access to businesses currently served by this street segment must be maintained unless a suitable alternative is provided.

- b. Livingston Street If the mainline railroad tracks are relocated from their current location along East Wilson Street to a northern alignment within the Railroad Street right-of-way, consideration should be given to closing the segment of Livingston Street between East Main Street and East Wilson Street. A functional alley must be in place to provide alternative access to existing and future uses now served from Livingston Street before that street is closed.

The mid-block alley will provide other options to drivers who now often exit northward on Livingston Street rather than going south toward Williamson Street where there is no traffic signal at the intersection.

If the railroad tracks are realigned to the north, west of Brearly Street the route will need to cut diagonally southwest to return to the current alignment. This route would bisect the large block between Paterson and Livingston owned by Madison Gas & Electric, but partial closure of Livingston Street would recreate the opportunity to develop a future MG&E “campus” on a contiguous site that would also include their properties to the west.

In the event that the relocated tracks are designed to also accommodate trains running at relatively higher speeds, such as inter-city passenger rail service, the curved segment of track crossing Livingston Street would need to be super-elevated (banked), with the outer rail higher than the inner rail. This would create a bump in the street at the grade crossing since the roadway would need to reflect the tilt in the rail tracks. Closing Livingston Street at this point would eliminate this design constraint.

In the event that the frequency of rail service through the corridor increases significantly (which will be the case if rail transit service is initiated, for example), eliminating a few lightly-used grade crossings has some safety benefits---although continued use of the street for bicycle and pedestrian access would reduce some of the potential advantage.

- c. Thornton Avenue Current City plans already recommend closing several segments of Thornton Avenue, including the segment between East Washington Avenue and East Wilson Street within the East Rail Corridor planning area. The Advisory Committee supports this recommendation which

will greatly enhance not only the Yahara River Parkway recreational corridor but also the attractiveness of the proposed River District as a residential development location.

4. **Wilson Street Mid-Block “Urban Lanes”**. The City is encouraged to officially map a mid-block system of “urban lanes” (or alley ways) along the south side of the parcels facing the 700, 800, and 900 blocks of East Wilson Street for use as a public thoroughfare to provide future access to developments on these blocks. [See Map 2-13].

If there are other effective methods for ensuring that this interior access can be provided in a coordinated fashion to all properties on the block at the time it is needed, these may be considered as alternative implementation approaches.

5. **Additional Street Connections**. While no specific alignments are recommended at this time, providing additional street connections within the large blocks just west of Thornton Avenue would provide improved access and circulation within this proposed future residential area.

PEDESTRIAN AND BICYCLE CONNECTIONS

As described above in the Park and Open Space and Street Access and Circulation sections, maintaining and enhancing pedestrian and bicycle connections through and within the East Rail Corridor is an important objective. Key recommendations to advance this objective include [See Map 2-13]:

1. Enhancements to the existing bicycle path corridor parallel to East Wilson Street as a major “green” connection between the downtown area and the Yahara River, including widening the corridor to include the current railroad right-of-way if the tracks are relocated to the north.

Where additional City-owned right-of-way is available, some of these enhancements could begin now.

2. Redesign of the Isthmus Bike Path intersection with Blair Street to provide a safer and more intuitive connection to East Wilson Street west of Blair Street.
3. Maintain the Isthmus Bike Path in its current configuration from Ingersoll Street to Dickinson Street as an in-street bicycle facility on Wilson Street.
4. Development of an enhanced pedestrian-bicycle connection between the proposed central park and the Yahara River via the City-owned former railroad right-of-way between Baldwin Street and East Washington Avenue.

5. Development of a boulevard along East Main Street between the rail corridor link near Dickinson Street and the Yahara River Parkway.

Because Thornton Avenue will be closed, East Main Street may provide the only access to properties along this block. Street parking may also be important to business or residential uses on these blocks. If there is not sufficient right-of-way to accommodate all intended functions within a boulevard street, alternative approaches to enhancing this street segment as a pedestrian and bicycle connection should be considered.

6. Support for the planned bicycle path along the Yahara River Parkway, including an underpass beneath the new East Washington Avenue bridge and the vacation of the segment of Thornton Avenue between East Washington Avenue and East Wilson Street.
7. Requiring that pedestrian and bicycle path connections and routes associated with public improvement or development projects along the Yahara River Parkway are compatible with the paths in the Yahara River Parkway Master Plan.

For example, project plans need to carefully design how the sidewalks and bicycle paths from the cross streets will connect and merge with paths within the Parkway.

8. Maintaining a pedestrian and bicycle pathway within the Breatly Street right-of-way in the event that a segment of this street is closed to other vehicular traffic to allow development of most of the right-of-way as open space.
9. Improving the bicycle facilities on the designated Baldwin Street bicycle route.

Rough railroad track crossings and transitions at street intersections have been identified as particular problems by bicyclists who use the Baldwin Street route.

10. Future development of East Main Street to be a more engaging, pedestrian-friendly environment serving the employment district and the neighborhood.
11. Enhance the Main Street/Blair Street intersection to facilitate crossing Blair Street and create a pedestrian and bicycle-friendly connection between the East Rail Corridor and Capitol Square
12. General support for pedestrian and bicycle-friendly street design throughout the planning area.
13. Encourage linkages between pedestrian/bicycle paths and adjacent land uses and activities with signage, connecting pathways and sidewalks, and bicycle racks.

Particular emphasis should be placed on encouraging access to neighborhood businesses from the Isthmus Bike Path and to residential properties from the Yahara River Parkway Path.

PARKING

A significant amount of land within the portion of the East Rail Corridor planning area recommended for additional commercial/industrial development is presently used for surface parking lots and storage of motor vehicles. There are about 3,100 persons currently employed within the planning area, and many of these employees drive to work either occasionally or all of the time. Available on-street parking is also heavily utilized. While the extensive areas currently used for vehicle parking represent potential sites for new development, it is recognized that increased employment and business activity in the East Rail Corridor will also increase the demand for additional parking. This will be the case even if many employees choose to use transit or walk or bike to work from the surrounding neighborhoods. The continued need for parking to meet both current and future demand will effectively remove many current parking areas from consideration as redevelopment sites unless alternative parking arrangements can be provided.

In order to make more of the land within the Employment District available as building sites for future more-intensive development, while also meeting the anticipated need for additional parking to support current and proposed business growth, the Advisory Committee recommends that the City develop and begin to implement a long-term strategy and program to support the shift in land use from surface parking to more intense uses. Elements of the recommended strategy include:

1. Encourage the use of structured parking facilities rather than surface lots to accommodate at least a portion of the parking needs of new commercial and industrial developments.
2. Encourage the use of shared parking facilities.
3. The City Parking Utility should plan for future development of public parking structures in the area to reduce the need for business surface lots as a major land use, without a net loss of parking.

The Utility could begin by identifying and acquiring sites for future facilities now while the land is still relatively less expensive than it may be in the future when the area begins to redevelop more rapidly. These sites could be used as surface lots in the interim until sufficient demand exists to support the financing for a parking ramp.

4. Consider establishing a parking overlay zoning district. Parking overlay zoning districts establish parking regulations based on geographic areas rather than the site-specific general zoning code requirements, and such a district could provide reduced parking requirements in the area for employers and owners and tenants who participate in the parking district thorough use of structured parking and/or participation in a District Transportation Demand Management (TDM) Plan, for example.

5. On-street parking opportunities should be maintained on most streets within the planning area. If needed to manage street parking usage and availability as demand increases, parking meters should be considered on high-demand street segments.
6. Street parking may provide much of the parking needed by users of the proposed central park, since no parking on-site parking is currently included in the draft park development concept plan.

The potential for shared use of business parking facilities located near the park should be explored as one way to provide additional parking supply for park activities and events scheduled at times when business parking demand is low.

7. Consider creation of residential parking districts if these become necessary to prevent spillover business parking into residential areas.
8. Encourage parking facility design that conceals and enhances parking structures and other facilities through landscaping, public art, and creative building design.
9. Minimize stormwater run-off from surface parking through landscape buffers and commercial rain gardens.

G. PLAN IMPLEMENTATION AND RECOMMENDED NEXT STEPS

The East Rail Corridor Plan is a long term plan, but there is significant activity in the East Rail Corridor and the process of revitalization and renewal is already underway. Signs of this process of renewal include, for example, the development activity along Williamson Street, the new Commonwealth Development housing project near the Yahara River, the Urban Open Space proposal to create a large central park in the East Rail Corridor and their commitment to implement this vision, and the potential redevelopment of the former Mautz Paint property and several other commercial-industrial properties whose former uses are changing. This section of the East Rail Corridor Plan report recommends the next steps in implementing the Plan--the near-term activities and actions that will build on this process and keep it moving forward, and which also represent essential steps in reaching the Plan's longer-term goals.

GENERAL PLANNING

1. Adopt the East Rail Corridor Plan as a supplement to the City of Madison Land Use Plan and the Marquette-Schenk Atwood Neighborhood Plan to be used to guide future land use and development within the East Rail Corridor planning area.

The land uses, densities, and basic development and design standards recommended in the East Rail Corridor Plan should be used in the review of all projects proposed within the planning area.

2. Amend the Madison Land Use Plan Map to reflect the basic land use and density recommendations of the East Rail Corridor Plan as closely as permitted by the current structure of the Land Use Plan Map.
3. Incorporate the recommendations of the East Rail Corridor Plan into the new City of Madison Comprehensive Plan, as appropriate to the scale, content, and character of recommendations that will be used in that plan.

The recommendations of the new Comprehensive Plan will continue to be supplemented with more-detailed recommendations provided in adopted neighborhood plans and other small-area plans.

4. Future Planning Efforts/Refinements of the Plan: Implementation of the plan will occur over a 50 year period and at times that may be difficult to predict. For this reason, and because the plan's elements implicate a wide variety of interest groups and processes, future planning efforts which refine the East Rail Corridor general plan will take on different formats and will come into being as they are needed. It is important that interest groups most affected by any projected change play a significant role in relevant planning efforts. In all future planning efforts, it will also be important that those representing local neighborhood groups assume central roles. These groups include, but are not limited to, the Marquette Neighborhood Association, Common Wealth, Greater Williamson Area Business Association,

property and business owners in the East Rail Corridor, employees of district workplaces, the East Isthmus Neighborhood Planning Council, and representatives of adjacent neighborhood associations.

EMPLOYMENT AND BUSINESS DEVELOPMENT

1. Develop a coordinated, comprehensive strategy for business retention and attraction in the East Rail Corridor.

This should be a cooperative effort that includes the Office of Business Assistance and Community and Economic Development Unit of the Department of Planning and Development, local institutions such as Common Wealth Development Corporation, Greater Williamson Area Business Association, Marquette Neighborhood Association, Downtown Madison, Inc., adjacent neighborhood associations, and private sector businesses, such as Madison Gas & Electric Company.

2. Conduct a detailed design study of the properties along both sides of East Washington Avenue and prepare detailed building and site design standards and guidelines for all future development fronting the Avenue between Blair Street and First Street.

The City of Madison recently received a matching grant from the Dane County BUILD (Better Urban Infill Development) program to develop more-detailed land use and design recommendations for both sides of East Washington Avenue between Blair and First Streets. The East Washington Capitol Gateway Corridor project will provide an excellent opportunity to implement this recommendation.

- a. East Washington Avenue businesses and property owners and other neighborhood and community groups should be major participants in this study.
 - b. The study should focus on defining design objectives and identifying specific design characteristics that can form the basis for a coordinated approach to guiding the design of future development along this important corridor to enhance its attractiveness and strengthen its role as a major gateway to the Downtown and Capitol Square area.
 - c. The design standards and guidelines should include basic massing and bulk standards that would be formally adopted as an ordinance to ensure consistency with broad essential design parameters. Other design criteria should be adopted by resolution to provide for more-flexible implementation with a wider range of choices.
3. Consider creation of one or more Tax Increment Finance Districts as a tool to assist in encouraging significant business and employment growth in the East Rail Corridor.
 - a. If East Washington Avenue is included in the TIF District, the District(s) should encompass both frontages of the Avenue.

- b. TIF finances should be used first to provide infrastructure and streetscape improvements within the public right-of-way that would make the area more attractive to business investment and facilitate business expansion.
 - c. TIF finances should be used to assist in the preparation of detailed design standards and guidelines for East Washington Avenue and other areas within the East Rail Corridor.
4. The City, through the Office of Business Assistance, should actively work with the University of Wisconsin, Madison Area Technical College, and area employers to develop employment training and job development programs for both established and new businesses.

HOUSING AND RESIDENTIAL DEVELOPMENT

1. Develop the ordinances and programs needed to establish the recommended East Wilson Street/Schley Pass/Dewey Court Conservation District, and initiate the creation of a conservation district at that location.
 - a. City staff, in cooperation with affected neighborhood residents and property owners should investigate Conservation District approaches and develop an implementation plan for creation of the District.
 - b. The Conservation District should be established prior to creation of an East Rail Corridor Tax Increment Finance District.
2. Rezone the proposed Conservation District to residential zoning districts that better-reflect the current housing types and density of development.
3. The City should develop a plan to assist developers in making affordable housing possible as part of new developments, such as using zoning, land use or financial tools to preserve affordability.
4. Rezone properties recommended primarily for residential development to residential zoning districts which provide density and development standard regulations most consistent with the recommendations of the East Rail Corridor Plan.

In the case of properties currently used for non-residential activities, rezoning to a residential zoning district may be deferred until the alternative housing use is proposed, in order to encourage existing established businesses to remain and prosper during a potentially long transition period.

5. Focus City home improvement and first-time homebuyers programs and marketing toward the East Rail Corridor.

PARKS AND OPEN SPACES

1. The City should support and cooperate with private partnership efforts to establish the large central park recommended in this Plan.
2. The City should complete in a timely manner, the detailed feasibility studies and other activities needed to determine if it is possible to relocate the existing mainline railroad tracks running along East Wilson Street north to a new alignment within the Railroad Street right-of-way as recommended in this Plan. If it is possible, the City should proceed with the next steps in getting the tracks moved.

The current concept plan for development of the central park assumes that the railroad track will be relocated, and until the track is moved only limited park development is expected to occur---particularly in the easternmost “Baldwin-Ingersoll Urban Square” portion of the park.

3. The City should establish a schedule for preparing detailed plans for extending and providing additional enhancements to the pedestrian and bicycle corridors between Downtown and the Yahara River recommended in this Plan, and budget funds for the recommended extensions and improvements.
 - a. The City should focus first on improving segments of the linked bikeway and walkway system that would not be affected by the proposed relocation of the railroad tracks. These segments include improvements to the existing bicycle pathway east of Baldwin Street to the Yahara River, development of an additional pathway adjacent to the existing railroad right-of-way between Baldwin Street and East Washington Avenue, and improvements already planned within the Yahara River Parkway.
 - b. Park and park development fees from Isthmus housing developments could be used to fund improvements to some of the bicycle and pedestrian links connecting other Isthmus area open space amenities---both existing and planned.
4. Support current City plans to include bicycle trails and pedestrian walkways along the Yahara River beneath East Washington Avenue when the East Washington Avenue bridge is reconstructed.
5. The City should continue to contribute staff time for planning, engineering, assessment, and remediation work in the East Rail Corridor.

TRANSPORTATION AND PARKING

1. The City should complete the detailed feasibility studies and other activities needed to determine if it is possible to relocate the existing mainline railroad tracks running along East Wilson Street north to a new alignment within the Railroad Street right-of-way as recommended in this Plan. If it is possible, the City should proceed with the next steps in getting the tracks moved.

The site survey of properties along the proposed realignment corridor has recently been completed. Next steps include a more-detailed evaluation of the feasibility, estimated costs and potential impacts of relocating the tracks, and in-depth discussion of relocation issues with the affected railroads.

2. The City should prepare detailed plans and budget for future improvements to improve and enhance the cross-Isthmus streets that also serve as entryways to the interior portion of the East Rail Corridor: Blair, Blount, Paterson, Ingersoll, and Baldwin.

Enhancements within the public right-of-way could include general street and sidewalk reconstruction, special paving and crosswalk treatment, terrace improvements including street trees and other plantings, more attractive street lighting, and public art or other special features at key locations, such as where pedestrian-bicycle corridors intersect with public streets. Baldwin Street is a designated bicycle route and enhancements to this street might include bicycle lanes or other specialized bicycle facilities.

3. Develop a long-term schedule for public improvements that will enhance East Main Street and encourage its development as a more engaging pedestrian-oriented street.

Possibilities are similar to those listed above for the cross-streets, but with additional emphasis on amenities that will also enhance the street as an informal gathering place and location for supporting uses serving the employment district, such as benches or other street furniture, and coordination with small open spaces or other amenities provided on adjacent private properties.

4. Coordinate detailed planning and scheduling for the future closing of segments of Brearly Street and Livingston Street to vehicular traffic with planning and scheduling for the related activities that the closings are intended to accommodate.

Two future activities whose schedules will particularly affect the timing of the recommended street segment closings are the proposed relocation of the railroad tracks (Livingston Street) and development of the westernmost “Brearly Urban Square” portion of the proposed central park (Brearly Street).

5. The City should initiate steps to place on the Official Map the mid-block “urban lanes” or alleys recommended to provide future access to developments along the south side of the 700, 800, and 900 blocks of East Wilson Street.

If there are other effective methods for ensuring that this interior access can be provided in a coordinated fashion to all properties on the block at the time it is needed, these may be considered as alternative implementation approach.

6. The City should establish a schedule for preparing detailed plans for extending and providing additional enhancements to the pedestrian and bicycle corridors between Downtown and the Yahara River recommended in this Plan, and budget funds for the recommended extensions and improvements.

- a. The City should focus first on improving segments of the linked bikeway and walkway system that would not be affected by the proposed relocation of the railroad track. These segments include improvements to the existing bicycle pathway east of Baldwin Street to the Yahara River, development of an additional pathway adjacent to the existing railroad right-of-way between Baldwin Street and East Washington Avenue, and improvements already planned within the Yahara River Parkway.
7. The Madison Parking Utility should identify and begin to acquire one or more sites at suitable locations for future development of public parking structures.
 - a. These sites may be temporarily leased for other uses and/or operated as surface parking lots until there is sufficient parking demand to support development of a ramp. At the time that plans for the parking structure are prepared, consideration should also be given to mixed-use development with parking as one component.
 8. Review and revise City parking regulations and identify alternative approaches to meeting parking and transportation demand that would reduce the amount of on-site parking required for business and residential uses.
 - a. Establish parking standards and review criteria in the Zoning Code that will encourage maximum use of shared parking facilities to meet parking needs of several different enterprises or uses---including off-site parking facilities specifically developed for this purpose.
 - b. The City should explore the feasibility of establishing a district-wide Transportation Demand Management Plan that would allow coordinated consideration of the transportation and parking needs of all the users of the district in designing transportation alternatives, determining individual and collective parking requirements, allocating available parking supply.